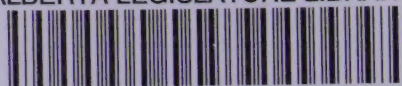


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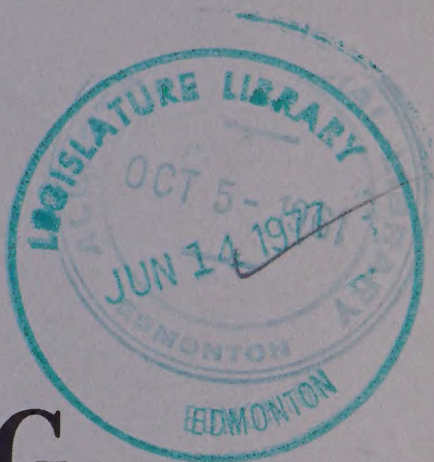


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*Alta. Provincial Planning Board*

# ALBERTA PLANNING CONFERENCE



PROVINCIAL PLANNING ADVISORY BOARD



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ALBERTA PLANNING CONFERENCE

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## P R E F A C E

The Alberta Planners' Conference for 1960, was held on November 9 and 10 at the Southern Alberta Jubilee Auditorium in Calgary. Although, as in past years, the Conference was sponsored by the Department of Municipal Affairs, the physical arrangements were carried out by the Planning Department of the City of Calgary with considerable help being given by the Calgary District Planning Commission. This year the Conference was again expanded, invitations being sent to all members of councils whose municipalities are members of district planning commissions, in addition to those persons who were invited last year.

The Conference was attended by over 130 people from all over the Province including members of councils, members of district planning commissions, members of local planning advisory commissions, members of the Provincial Planning Advisory Board, members of the Urban Land Institute, and staff members of various planning offices (including the Community Planning Branch of the Province of Saskatchewan).

An exhibition, the largest of its kind ever displayed in Alberta, was staged jointly by all of the planning offices concerned, to illustrate current planning work throughout the Province and to form a background for the sessions. Time was set aside for those attending the conference to view the exhibition when members of the various planning staffs were available to explain their respective material. The exhibition was also open to the general public for one day.

The City of Calgary and the Calgary District Planning Commission sponsored a dinner at which the guest speaker was Mr. Justice Riley of the Supreme Court of Alberta whose brilliant wit was enjoyed by all. At the end of the Conference a number of resolutions were passed for submission to the appropriate authorities, which resolutions are included in this report.

This report of the Conference proceedings has been prepared

from tape recordings of the seminars and from written reports submitted to the Conference. It is hoped that this report will provide a useful record of the 1960 Conference for all of those who attended and others who are interested in the progress of planning in Alberta.



## OPENING OF CONFERENCE

J. H. Holloway—First, I would like to welcome you all to this annual Planners' Conference. It is the sixth time it has been held. It is very gratifying to see that the attendance to these conferences continues to increase year by year. We have a good program for you, I believe, and I think our discussions will be fruitful and informative. I now have great pleasure in calling on Alderman J. Hannah, who is here representing His Worship, Mayor Hays, who unfortunately could not be with us this morning.

## ADDRESS OF WELCOME

Alderman Hannah—Mr. Chairman, ladies and gentlemen. I would like to say I have a very personal interest in planning, particularly as I have been appointed Chairman of Calgary's Planning Advisory Commission. When I think that planning has been the concern of men from the earliest of days, it does seem to me that when we study the planning of ancient times, we see the logic of this discipline. When we look at later cities, the centres of religion (such as Canterbury), centres of education (such as Oxford and Cambridge), we see the advantage of planning. Even the kraals of Africa indicate the motives of functional design, such as availability, defence and availability of food. We then see that planning has deep roots in the history of man's environment. In our modern attempts to struggle home in the evening rush hour, we may perhaps wonder if the planning of our modern urban areas is still in the hands of those that originally designed the African kraals! Planning today involves many things—schools, bridges, civil defence, airports and their effect on surrounding areas. We must never lose sight of the fact that communities exist for the use of people and are there to save citizens as efficiently as possible. Ladies and gentlemen, I know that your deliberations will be fruitful and will continue to prosper for many years to come. On behalf of His Worship, the Mayor and members of City Council and the citizens of this City, I welcome these visitors here today and I hope you will enjoy your stay with us.

Mr. Holloway—I will now call upon Mr. Noel Dant, Director of



Town and Rural Planning for this Province to hear his opening remarks.

### OPENING REMARKS

Mr. Noel Dant—Thank you very much Mr. Chairman, your acting Worship, ladies and gentlemen. I, too, would like to add my welcome to everybody here today. With the exception of Ontario, who started in 1958, Alberta is the only other Province in Canada to hold annual conferences for their planners. This idea was first started in Alberta in 1955 and annual conferences have been held ever since. This is the first time that such a conference has been held in Calgary and I would hope that future conferences would select different centres in the Province, so all may have their share.

Looking around at the number of delegates present this morning is surely indicative of the vast strides the planning movement in this Province has been making in its growth. I understand from the desk secretary that our registration this year is about double that of last year. Here is a copy of last year's conference proceedings—it is almost double in thickness to that of the preceding year. It is expected that this year's proceedings will show yet more fatness in its printed form. Growth is also indicated by an additional District Planning Commission created this year to bring our total in the Province to seven. These seven District Planning Commissions cover almost half of the Province territorially speaking and over half population-wise. Growth is also indicated by our desire this year to increase the number of delegates attending this Conference to include all members of Councils covered by District Planning Commissions, as well as all members of Planning Commissions, planning staffs, Government representatives, members of Chambers of Commerce and other interested people. If the addition of further delegates does not embarrass our catering service, it is my hope that at next year's conference, the doors will be flung wide open to include members of all Councils in the Province.

Growth has also been indicated by the additional membership to existing district planning commissions by a dozen new municipal-



ities this year. Lastly, perhaps one of the reasons for this growth can also be understood when it is stated that there are now twenty-eight fully qualified planners practicing in this Province, at all three levels of Government, or on their own as Consultants. The number of municipalities having Zoning By-laws or an Interim Development By-law, also shows a wide increase this past year and I am also pleased to report that the City of Calgary's Planning Department was, in the Spring, completely reorganized with the prime object of beating Edmonton in the hope of being the first to adopt a General Plan for that City—only the future can tell who will win this envious distinction.

On the same note, I am pleased to inform you that the Province's Planning Branch is also in the throes of complete reorganization. This, I hope, will be completed by early Summer, when we should be in our new office and the current establishment of 23 personnel raised to 33. When this staffing problem is completed, there is no doubt at all in my mind that the efficiency of the Province's planning service will be improved and a highly necessary program of new works implemented.

An interesting fact which should be mentioned this year is that, owing to the fact that the new Battle River District Planning Commission was officially constituted in July, we now have the central populated 'spine' of Alberta, from Lac Ste. Anne to the north, to Nanton to the south, from Rocky Mountain House to the west, to Stettler to the east, entirely under the administration and guidance of District Planning Commissions, save for the County of Lacombe, which we hope to be able to report will join the Red Deer Planning Commission next year. This large area, of course, does not include the huge northern extents of the Peace River District Planning Commission and the lesser (yet nonetheless most important) areas of the Oldman River and Medicine Hat District Planning Commissions.

Further applications for municipalities to join District Planning Commissions are under active consideration, as these councils realize how complex land development and its effects on the pattern of man's urban and rural environment can be for the lay mind to comprehend. This has fostered the growth of the planning movement and



the improved atmosphere which the planning function feels in the minds of citizens at large. However, probably one of our greatest continuing efforts, and one which can never be considered as finished, and which will, in fact, be increased, is that of public relations and the dissipation of knowledge of why planning decisions take the form they do and why certain things are better this way than that. All of us planners, much maligned as some of us are, should never lose sight of the fact that with understanding by the public, comes acceptance by the public—this is probably the first axiom of good planning administration.

This reminds me of a little episode that happened early in my planning training at university, when I volunteered to my professor that when I went out to practice, I was going to steer clear of 'politics' and look at everything from a purely technical viewpoint. His advice to me at that time, and which I pass on for what it is worth, was that I might just as well abandon the idea of becoming a planner if that was my attitude. This naivety, of course, washes off with experience and it is patently obvious to a good planner that the technical aspects of his work are inseparable from the political aspects. So many and varied interests are involved in decisions of the development of land that the consideration of the political aspects are not only inevitable, but seemingly right and proper. However, there is no need for the planner to make politics of his work, but it is necessary for him to accept the part they play in the proper implementation of his proposals.

I would like to make a brief remark about our exhibits, which you will find in the foyer behind this conference room. They are possibly the largest collection of illustrated planning material ever gathered together in this Province and are well worth a concentrated study. There are examples from all over the Province and also an exhibit of the excellent work done in certain cities outside Alberta by way of land assembly and urban renewal organized under the terms of The National Housing Act. It is unfortunate to me, that of all the provinces, Alberta has yet to participate to the full in this program under which large financial aid is provided by the Federal Government. Our Albertan urban areas will surely be the losers if the Provincial Government does not soon participate in the program.



I have hopes that they might well do so before too long.

A very brief rundown of the Conference's program will indicate, I believe, that the work will centre around the four discussion groups. It is during these discussions that all will be able to participate after the Chairman of the item has led off on the chosen topic. These topics, as you will see, include the pertinent problems of amalgamation and annexation, the work of the District Planning Commissions themselves, urban expressways, zoning and interim development control. Alberta is still the only Province to adopt interim development control—a most progressive step forward. It is my hope that all of those present, particularly those who are members of council and other non-professional planners will take an active part in the discussions.

It is now my pleasant privilege, at the risk of losing a great friend, to tell you of a little piece of news I received at breakfast this morning and that is that our benevolent Chairman of this morning, Mr. Jack Holloway, has just received the most justly deserved recognition by being elected a member of the Town Planning Institute of Canada.

Owing to last night's fatigue, watching the U.S.A. election results on television, I want to plead guilty of forgetting part of what he told me at breakfast. Mr. Holloway came to this Province some thirty years ago, raw out of Bristol University, Gloucestershire where he gained his B.Sc. degree. He has held various roles in the Provincial Government ever since, including Director of Surveys, Chairman of the Edmonton District Planning Commission, until now when he holds down three of the most unenviable assignments, as the Public Service Commissioner with the rank of Deputy Minister, Chairman of the Provincial Planning Advisory Board and also as Chairman of the Appeal Board dealing with the Province's recent personnel classifications and reorganization. He is a fully qualified land surveyor and I think it is fair to say that if ever there was a first-class planner in this Province, we could rightly say it is Mr. Holloway.

In conclusion, I would like to say a word of thanks to the

Calgary office, who was largely responsible for organizing this Conference and display. I think when the Conference is completed we will all be able to say they have done a very good job indeed. I notice my brief remarks are to be followed by a welcome coffee break, so I hope you will thoroughly enjoy these next two days with us.

Mr. Holloway—Thank you very much for your kind remarks about me. I want to say that this membership in the Town Planning Institute is not due to any merit on my part—it is simply on the strength of my grey hairs and my long white beard and the length of time I've been in the planning business, I think.

Mr. Holloway—Our next items on the program are the reports from the District Planning Commissions and the two City Planning Departments. In the first instance, we will call upon Mr. Martin, Director of Planning for the City of Calgary.



## REPORT ON CURRENT WORK BY THE CITIES OF CALGARY AND EDMONTON AND THE DISTRICT PLANNING COMMISSIONS

### (a) CITY OF CALGARY

Mr. A. Martin—I want to speak only about one particular development regarding the planning picture in Calgary over the past year. This has been the reorganization and enlargement of the Planning Department and the new relationship brought about between the Department and the Civic Administration as a whole. The chief purpose of this reorganization was to achieve better coordination of all planning and physical development in the City. It followed from a careful examination of all procedures, relationships with other Departments, particularly Engineering, traffic and parks, and the routine of all planning proposals through from their inception to their translation into policy and action. For a better understanding of this change, it will help if I review briefly some of the major projects on which we have had to place emphasis because of the continuing rapid growth of Calgary and then to draw a 'before' and 'after' comparison of procedures followed.

Planning as a function of municipal government is relatively new, of only about 15 years existence. Admittedly, many master plans have been drawn in the past for a great many places, but until recently not much was done to give effect to them, chiefly because planning as a function did not become integrated with municipal government. This is understandable when one considers that all our urban centres have grown from small beginnings requiring fairly simple administrations to large centres, requiring large and complex administrations. Too often such administrations have grown by 'adding on', as new needs arose which inevitably resulted in a great deal of lost coordination and overlap of duties and responsibilities. Because of this, it becomes necessary from time to time to re-examine an entire administration from a functional viewpoint and to re-allocate departmental duties and responsibilities, in accordance with the job to be done.

Our reorganization rested on the basic premise that physical

planning was an indivisible function of civic government, and as such, all responsibilities in connection with planning should be lodged in one department, whether planning for major streets, major extensions to utilities, scheduling of works—in fact, every aspect of physical planning.

Our objectives were to make and publish a General Plan as quickly as possible and to establish administrative machinery which would accomplish a smooth transition from planning policy to implementation.

The two elements of the General Plan on which we have concentrated this year are the land-use and the plan of major streets. With regard to the former, our Zoning By-law was passed in 1958; the latter was adopted by Council in July, 1959. It should be noted that the adoption of these two measures coincided with the period of Calgary's most rapid growth. I mention this because, after these two documents were published, they were immediately subjected to a great deal of pressure—the Zoning By-law to pressure for amendment and the Major Street Plan to development pressures, which if not adequately coped with, could compromise the entire scheme. Obviously, there is a very close relationship between land-use planning and planning for major streets, but because of the former division of responsibility by two separate Civic Departments in planning for the two, it was very difficult to achieve coordinated results.

As presently constituted, the Planning Department has the entire responsibility for the coordination of the planning of these two basic elements of the General Plan. This responsibility goes beyond the mere designation of major streets and land-uses and encompasses the functional relationship between the two. Some of the questions which are answered are the following: What land use is compatible with streets of limited access? What land must be acquired for intersections and widening? What width of median strip is best? What utilities must be accommodated in the right-of-way? etc. All of these answers can then be coordinated in a complete functional design, well in advance of actual construction and thus avoid last minute delays because some pipeline has been overlooked or land required for an intersection has not been acquired. Obviously,



planning of this kind requires close coordination with other City Departments, utility companies, etc. and which, in many cases, will require a series of meetings to integrate all requirements. The point is, however, that the responsibility for preparing the entire functional plan is located in one Department—a plan which is sufficiently complete for the operating department to prepare the contract drawings with much greater assurance that no points have been overlooked.

Now, something about the actual reorganization.

The Departmental staff consists of, under the Director of Planning, four Chief Planners in charge of the four main divisions, viz: (a) Civic Design, (b) Engineer Planner, (c) General Planning, and (d) Administration. Later, an addition of Urban Renewal Planner is contemplated.

The following Boards and Commissions were established to make policy and hear appeals: (a) Technical Planning Board, (b) Planning Advisory Commission (formerly combined with Appeal Board and is now a separate entity), (c) Appeal Board (appeals from Zoning By-law only).

Mr. Holloway—Thank you Mr. Martin. I think we will call next on the City of Edmonton, so that we have the two cities one after the other. Mr. Brown, Director of Planning for the City of Edmonton.

#### (b) CITY OF EDMONTON

Mr. W. Brown—Mr. Chairman, ladies and gentlemen. There have been some considerable changes in Edmonton's planning set-up in the last few years and I think the main change was the establishment in Edmonton of the Planning Advisory Commission early in 1960. Like Calgary's Planning Advisory Commission, the object of the Commission is to provide a link between the public and City Council and also the link between it and the Department; in other words, anything going to Council has been studied by both professional planners and the liaison body.

Like Calgary too, we have undergone quite a considerable major revision of our Department. For the first time this year, we were able to set up a separate research and general planning section. This is something that we have been trying to do for years, but shortage of staff has prevented it being established before. In this special research and general planning section, we have eight members of staff who work in a back room with no access to the public. We have carried out a considerable number of studies already, especially in the downtown areas—studies of commercial property. An education survey and an industrial survey have also been completed.

The work of the Department has increased tremendously this last year, as shown by an increase in staff of twenty newcomers.

Our Interim Development Appeal Board, instead of meeting quietly every two weeks, now meets frantically each week. At times, we have to start at 2 o'clock in the afternoon, continuing until 8 or 9 at night.

The Technical Planning Board too meets weekly and we seem to have an amazing amount of work to get through. These two organizations serve, I think, to give the public greater protection until such time as the City has a full Zoning By-law and a General Plan. In other words, I think that the public is having a much greater say in what is happening and they are becoming more aware of what is going on.

We have made some studies of the Civic Centre. Many years ago, the City Council was wise enough to start buying property for a City Centre and that, as you know, started off a few years ago with the construction of a new City Hall. One major building to be included and soon started in the Civic Centre is the new Post Office. It will be a dominant and very large structure, to be fitted into our Civic Centre in such a way that it does not detract from the dominance of the City Hall itself.

Much of the work in the last few months has been towards the preparation of the new Zoning By-law, covering the larger part of



the City (chiefly the parts developed since 1950). This by-law has been discussed considerably by our Technical Planning Board, together with members of the Planning Advisory Commission, and we are pretty nearly ready to submit it to Council. I think that when it is finished, we will have a very comprehensive document. We have also been working hard on a new Sign By-law for the City.

We have had close relationships with the Edmonton District Planning Commission and considerable discussion regarding the proposed traffic survey for the metropolitan area of the City and the surrounding district. A report has been submitted to Council and we are now waiting for provincial approval. This traffic study is a very important part of our General Plan.

We have done a considerable amount of work on subdivision designs and have devised a new method of replotting—that is, a system of replotting by value, rather than by area alone.

At the moment we are involved to a minor extent in a study of the future of Edmonton's Municipal Airport. Consultants will shortly be submitting a report to City Council, which will form the basis of a full discussion and Council will finally have to come to a decision on what is going to happen to this airport. There are three possibilities, either the airport stays, it goes, or it stays in part. We have also been continuing with the weekly meetings of our Architectural Panel, which Panel consists of the City Architect, a private architect, a professional engineer, other members of the public and myself. Sitting on that panel each week, I can see a greater need for architectural control in the City. Some of the plans submitted by our builders are really appalling, and I wish we could, by some means, convince the public that an architect is a professional and skilled man, who knows his job in design, who can design something for the needs of his client, and who can design something to fit into the overall picture of the City. We have worked constantly with the Edmonton District Planning Commission (of which the City is a member) and, in the last few months, we have been working on alterations to the Preliminary District Plan.

In the southwest part of the City we have annexed up to ten

and a half sections of land, and we promptly got busy through the Technical Planning Board and the utility companies to work out an order of development, based on services, school, parks and so on. On the 24th of May this year, Council did agree on an order of development which directs very clearly just how the City should grow in that particular area.

Mr. Holloway—Thank you very much Mr. Brown. We will next hear from the Edmonton District Planning Commission. Mr. Mitchell, Chairman.

### (c) EDMONTON DISTRICT PLANNING COMMISSION

Mr. Mitchell—Mr. Chairman, ladies and gentlemen. In the limited time at my disposal, I do not wish to deal at too great a length with the statistics of growth and development. These are fairly well known. Since 1951, the Edmonton Metropolitan Area has grown by almost 145,000 people and has, in various years, accounted for from 32% to 58% of the population increase of the Province. A number of the district towns, such as Leduc, Fort Saskatchewan and St. Albert, have experienced and are experiencing similar rapid expansion, and all the trends indicate continuing development and urbanization, which will affect not only the City, but towns and rural areas, not only in land-use, but in finances and administration.

We are fortunate compared with other areas in North America, in encountering this growth at an early stage, so that it is possible to formulate effective policies in terms of municipal costs, efficiency of operation, and quality of environment. We are also fortunate in having the District Planning Commission, which can deal with the complex inter-related problems on a comprehensive basis, and which permits city, town, rural areas and provincial representatives to meet and discuss their common problems and seek for mutually satisfactory solutions. We may not all be aware that the work being done by the Planning Commission is regarded as a major planning achievement in other parts of Canada and the United States, but this is so.

In this brief address, I would like to deal very briefly with the



procedure, policies and plans which have guided the Edmonton District Planning Commission.

The Commission has laid great stress on detailed studies, surveys and data collection, and the publishing of the results of these studies. This is of value because facts are one of the foundations on which policies rest. It is of value because various technical people and developers find this information useful, that planning can serve a positive and creative, as well as a restrictive function. It also means that the plans arise out of the needs and potential of the area and are not some preconceived formula imposed on it. On the basis of the facts and surveys, policies are evolved which are mutually acceptable to the municipalities and interests concerned. If we can agree and accept sound policies, the implementation and enforcement of a plan is merely a logical growth.

Considering this matter of studies, policies and plan, the Commission has carried out a number of major studies on such subjects as: The Economic Base; population projections, metropolitan land-use; land-use along highways; district water supply; district lake surveys; land-use in rural areas; smallholdings; and country estate subdivision and development. A district transportation study is now under consideration. Earlier studies included a General Plan for the Towns of Fort Saskatchewan and Leduc, a General Plan for the Municipal District of Stony Plain and, in conjunction with the City, a 'Journey to Work' study. A few of these are on display at this Conference.

In terms of policies, the Commission looks on the District Plan as providing a framework for the sound long-term development of the area. The aim is to realize the potential of the area in an orderly and economic manner, so that the City, towns and rural areas may operate efficiently and be good places in which to live.

The Commission policy concerns itself with both perimeter expansion of the Central City and the expansion and development of the district and new towns, which are encouraged in all possible ways. The distribution of resources and employment indicate that it will be necessary to provide for development on the perimeter of

the City and in the district and new towns. The direction, sequence and extent of this development is a concern of District Planning.

In the Metropolitan Area, it is a question of controlling expansion in directions most suitable in terms of utility costs, overall road systems, major areas of employment, quality of sites, etc. It is equally important that there be some orderly sequence of development by neighborhood units and that fragmentation of land or scattered development in the path of future urban expansion be controlled, if we are to avoid costly or difficult problems.

District and New Towns can be encouraged by the arrangement and provision of adequate utilities for expansion, by the encouragement of local employment, and the preparation of long-term plans with regard to land-use, road and rail systems, central areas, parks and schools, and improvement connections to the metropolitan area.

It is possible to deal only with a few of the categories of land-use, in which policies could be given. With regard to Highway Commercial Development, the Commission considers it sound to restrict uses to those essential to the travelling public, to group them and provide access by service road and to consider locations in relation to visibility, curves, rail crossings, etc.

Smallholdings and Country Estates—the Commission takes into consideration the location beyond areas of future urban expansion, the prevention of densities that will create urban areas by default, suitability of soil, location in relation to school or school bus routes, amount of subdivision in relation to demand, sanitary considerations and design.

With regard to parks and recreation in the Metropolitan Area the establishing of a common policy throughout the river valley—zoning for low density uses such as institutional, recreational parks—the encouragement of acquisition of major suitable sites in the valley or along tributary creeks or ravines is recommended (by single municipality or jointly by groups of municipalities). The enactment of policy is undertaken where possible before development reaches these areas when it would be too late to remedy the situation. The pre-



paration of an overall valley park system is also under weigh.

In such matters as air and water pollution, the Commission, in conjunction with Provincial authorities, is evolving definite policies; for however sophisticated our problems become, land as a resource and air and water remain fundamental factors.

If more time were available it would be possible to continue to indicate possible policies in such matters as future road requirements, industrial areas, lake shore developments, etc.

What is important is that on the best information available, we are formulating policies; that we implement them; and periodically review them to see that they are achieving what is intended or what is desirable.

Having dealt with studies and policies, I will touch on the Preliminary District Plan as it is evolving. Two sections of the Plan are in force (the Metropolitan Section and the Highway Commercial Zoning Section); two sections are in preparation and well advanced (the District and New Towns Sections and the Park and Recreation Section). The Metropolitan and Highway Sections, which have been in force for some time, have worked well, and I think have been of immediate benefit to the area; in terms of long-term considerations they will be of even greater value. Both these plans had the unanimous agreement of the member municipalities. In general, the municipalities in the area are convinced of the soundness of a regional approach to some of our problems. Both a purely municipal or a highly centralized Provincial approach have basic weaknesses for some of the present and future development problems.

For reason of time, I have not dealt with the work being done in municipal planning, although it is of the utmost importance. All of the municipalities have progressed considerably toward their general plans in the past year.

There is another matter which should be mentioned and that is the necessity of a close liaison of the Commissions with the various Departments of the Provincial Government. The experience of our

Commission has been that we have received the utmost cooperation and assistance, whether from the Provincial Sanitary Engineer on matters of air or water pollution or from the Department of Highways in terms of town expansion, major intersections or limited access roads, or the Department of Lands and Forests regarding development, or information on lakes, or contour mapping, to name only a few. This liaison and cooperation is important and probably mutually beneficial.

The Commission has, during the past few months, been happy to welcome two new members, the Municipal District of Lac Ste. Anne and the Village of Spruce Grove, making sixteen member municipalities in all.

In concluding, I would like to say that the municipalities in the Edmonton district have worked together in an effort to make District Planning work, we hope, for the benefit of all the people in the area, and for those who will come after.

Mr. Holloway—Thank you Mr. Mitchell. Now we will hear from the Red Deer District Planning Commission. Doctor Parsons will give their report.

#### (d) RED DEER DISTRICT PLANNING COMMISSION

Dr. Parsons—Mr. Chairman, ladies and gentlemen. Three matters have highlighted the activities of this Commission during the past year. (a) Expansion of membership; (b) the passing of the Zoning By-law for the City of Red Deer and its first nine months of operation; (c) the passing of the Zoning By-laws for the Municipal Districts of Red Deer, Mountain View and the Village of Blackfalds.

Dealing first with the problem of expansion, some mention of the history of our Commission is necessary. It was formed in August, 1952, with two members, the City of Red Deer and the Municipal District of Red Deer No. 55. The staff comprised a part-time Director and part-time Secretary-Treasurer and the budget for the year was \$8,000. During its first five years of operation three more munici-



palties joined the Commission (namely the Towns of Innisfail and Rocky Mountain House, and the Local Improvement District No. 65) bringing up the membership to five.

In 1958, three more municipalities joined, namely, the Municipal District of Mountain View and the Villages of Bowden and Blackfalds, and in 1959, four more municipalities were added to our number, the Towns of Olds, Stettler and Sundre, and the Village of Cremona.

This year the County of Stettler, the Town of Lacombe and the Village of Carstairs have joined us, making a total of fifteen local municipalities, ten of which have joined us in the last three years.

New members have been introduced faster than our staff can provide them with the services for which they joined. The accelerating rate of membership has caused both administrative and staffing problems.

If the staff were to be increased to handle the pressing needs of new members, the cost would be greater than the members would wish to pay and it might well be that in a few years, we would be over-staffed.

We have had to rely on a very hard working staff and a patient membership. It is certain that the Commission will look at any new applications for membership in the near future with considerable caution, until we can catch up on outstanding work for our present members.

Secondly, in February, 1960, the Zoning By-law of the City of Red Deer finally became law. This By-law is the end result of some six years of exhaustive studies and we believe will serve the requirements of the City well.

One point which may be of interest is the publicity this By-law was given prior to the public hearing. Our Red Deer television station, considering the By-law a matter of public importance and interest, offered us one and a half hours of T.V. time on Wednesday

afternoon (a half day holiday in Red Deer). During the previous week regular 'spots' were made publicizing this program. Our Director arranged for all the maps and diagrams on which the By-law was based, to be displayed and expounded on the principles underlying the By-law and its provisions, for about an hour. For the last half hour telephone enquiries were received at the station and answered by the Director over television.

The broadcast was well received and we believe that this was partly the reason for the very few and mild objections lodged at the final public hearing.

We are pleased to report that during its first nine months of operation, the By-law appears to be working well.

Thirdly, the passage of the Zoning By-laws of the Municipal Districts of Red Deer and Mountain View were also landmarks of sorts. For a considerable time the Municipal District of Red Deer and the Commission and the City had not been in agreement over certain controls. The By-law represented a compromise which has resulted in much more satisfactory relations between the Commission and its individual members.

Two problems have yet to be resolved, however, in respect to the administration of rural Zoning By-laws. First, inspection and enforcement, and second, the operation of the Appeal Board. While neither of these is the direct concern of the Commission it is feared that the municipalities interested are not always satisfactorily serviced in these two aspects. Inspection is very difficult and relatively costly over large rural districts, and it would seem that on occasions, appeals are granted by the Appeal Board, which do not come within the scope of the Act.

Another project of the Commission which I must not omit, was the preparatory work done by Mr. Carney of our staff for the holding of an Architectural Competition for the City of Red Deer Recreation Centre. This is a \$500,000 project on an 11-acre site in the heart of the City (\$180,000 of the amount will be met from the Provincial Recreation Grant). This competition, it might be of



interest to note, was one of the first Architectural Competitions ever held in Alberta and was open to Architects in the four Western Provinces. Thirty-five entries were submitted, most of which were of a high standard.

I was asked to comment on some of the policies developed by the Commission over the years and, in order to keep this report brief, I will list them without expanding on them.

- (1) No subdivision is decided upon until the land is inspected by the staff, and the views of the affected municipalities obtained;
- (2) We are encouraging the smaller urban municipalities to acquire land for future residential development and to recover the costs of services on the site of lots, thereby reducing debenture debt;
- (3) After obtaining contour maps for the urban areas, we engaged the consulting engineers of the local authority to work with our staff, in order to establish the areas which can be most economically serviced to accommodate future expansion. We consider this cheaper and more satisfactory than hiring permanent engineer/planners;
- (4) The rural zoning by-laws all contain provisions under which subdivisions into smaller parcels than 20 acres, within a mile or so of urban areas, is subject to the joint approval of both the rural and urban municipalities concerned;
- (5) Although it can hardly be called a policy, an experimental provision has been incorporated in the City of Red Deer Zoning By-law in respect of downtown off-street parking; under this a developer has the option of providing parking stalls or of contributing a fixed amount per stall to a municipal parking fund. The stall or payment requirement is related to the floor space concerned;
- (6) In any area smallholding subdivisions are only permitted after 75% of existing lots in earlier subdivisions are developed.

A new project this year of the Commission is a study of the entire rural road system within the Commission's boundaries, with a

view to producing a coordinated program of road construction, and which we hope our member municipalities will adopt. We regard this as a most important venture in view of the fact that after schools, the major portion of the farmers' taxes are invested in roads. It is expected that this study will take about three years.

Mr. Holloway—We will now call on Alderman Turner, Chairman of the Oldman River District Planning Commission.

#### (e) OLDMAN RIVER DISTRICT PLANNING COMMISSION

Mr. Turner—Mr. Chairman, and delegates. I must say that I don't resent following Red Deer because everything that we try to do they have done either before us or better. At the Conference last year, I gave rather a long report and outlined the history of the Planning Commission in the Lethbridge area, so this year our report is much briefer. However, the area served by the Commission is the southwest corner of the Province, south of Nanton, Vulcan and west of Taber to the British Columbia and United States border. We have enlarged our Commission by one town in the past year and also we did some work with the Indian Reserves, the Reserve of Peigan, and while these reserves are not able to join the Commission, we have offered assistance in planning which has been accepted by this Reserve. There are still some towns outside our Commission, but in view of the amount of work we are handling now, it is just as well that we do not have too fast an intake of new members from now on. The Oldman River Commission is just moving into a state of consolidation, having settled down from a period of very rapid expansion, which really strained the resources of the City and district to the utmost.

The staff of planners and assistants is now complete. Doctor Hornsby, who is here today, was last year appointed Deputy Director and, as you know of course, Mr. Clarke is our Director. We have excellent accommodation—around 2,500 square feet of office space, and we are gradually improving our equipment. We now do our own printing of plans—this assists greatly in convenience.



We are hoping that our staff is pretty well established—it might grow slowly to say twelve. Our budget is over the \$60,000 mark and possibly it won't grow too much in the next few years.

Our major problem has always been public relations—our main effort has been printed pamphlets, visits to all the member Councils by our planners, talks to service clubs by members of the Commission, an annual dinner for all member Councils. This last, by the way, has been successful the two years we have held it and we would recommend it to any other Commission. Our main difficulty is that we still suffer from lack of time, to put over the nature of planning to the business section of the community. We are still regarded by many of them as an obstacle to the making of their development plans. I am afraid it will take us some time to grow out of that.

Our work program for the past year has been (1) The General Plan for the City of Lethbridge. This has been a tremendous job and has certainly occupied the greater part of the time of the whole planning staff. However, the work is proceeding well and we might be the first city in Alberta to have a General Plan completely adopted; (2) Subdivision work has been continued in the Towns of Taber, Nanton, Pincher Creek—Pincher Creek, as you know, is developing rapidly. This is a fine example of how a town can benefit by membership in a planning Commission, because for the comparatively small investment a town has made, they have achieved tremendous results from the work of our staff with respect to their subdivisions and planning for the bulk of industries that are going into that area; (3) Highway development at the approaches to the City has taken a fair amount of time, but the problems have now been pretty well solved. We have, however, not solved the problem of fringe development. As I referred to last year, the original reason for the City of Lethbridge encouraging the development of the Planning Commission was to control the fringe area; I have a feeling that we are always working against powerful sources and that we actually do not have real control over the fringe area; (4) The Interim Development By-law was enacted by the Municipal District of Lethbridge No. 25 and this caused a certain amount of bickering in our district.

In summary, however, I think I can say that it was a very good year for the Commission and that with careful attention to public relations in the future, the Oldman River District Planning Commission is set for making a big contribution to the area and will progress well. I would like to mention one more thing. That is that we are trying out a new pension plan. I don't know what success other Commissions have had but my personal opinion is that it is impossible to introduce what I would call a good pension plan in a small Commission such as ours. We will introduce a plan to the best we can, but I would throw up the suggestion that when the school teachers of the Province were faced with this many years ago, they were in a similar position to the planners now and, were they employed by an individual school board, they received a grant from the Province in order to get a provincial pension plan. Whether or not such a thing can be done for planners I do not know but I certainly think that if they are ever going to have a good pension plan, it should be on a provincially wide basis. It would cost less; it would cost the Government no more; and it could be of a type of finally solving pension plan problems, related to planners' salaries, rather than the type of annuity which may be attempted when planning staffs have developed.

It is very gratifying that a couple of weeks ago our biggest land developer stated at a City Council meeting that Mr. Clarke, our Planning Director, is a very fine and cooperative gentleman.

Mr. Holloway—Thank you very much Mr. Turner. Regarding that question of pensions, which you raised, I think it might be worthwhile letting the Commissions know that arrangements could be made for them to be placed under The Public Service Pension Act. The employees at the local Health Unit are already under that Act and since their status is very similar to that of the employees of the District Planning Commissions, it seems to me that there is an analogy there. There is a very good chance that Commission staffs could come under that Act, if application were made. If any Commissions are interested in following this up from that point of view, I would be glad to let them have further information on it. I believe there is no one here at the moment from the Medicine Hat District Planning Commission. In that case, we will call on the Peace River Planning



Commission to give the next report. I believe Mayor Harrington will report for the Peace River District Planning Commission.

(f) PEACE RIVER DISTRICT PLANNING COMMISSION

Mr. Harrington—Mr. Chairman, ladies and gentlemen. It is a pleasure for me to be here today and to report to you on the activities of our Commission over the past year. Our delegation has travelled some two days from our Northern Empire to reach your fair city of Calgary and this Planning Conference. The great distances, the ice, the snow, the wolf packs and all the many dangers of a northland trek at this time of year has reduced our delegate members somewhat, but it has not daunted our enthusiasm for planning conferences and the opportunity they present to exchange thoughts on the many aspects of planning in Alberta.

So we stand here today as this Conference's most distant and northerly outpost of professional planning, to tell you something of our activities and to listen to and to learn something from the words of others who are present today at this Conference.

The Peace River District Planning Commission was established by an Order-in-Council in 1959. It has extended its boundaries since, for planning and revenue purposes, so that it now has jurisdiction over about 100,000 square miles and about 75,000 people. On the basis of area then, this Commission is, by far, the largest District Planning Commission in Alberta. It also has one of the largest district planning populations, with only the Edmonton and Calgary districts exceeding it, in population served. However, the Peace River District, as a Planning Commission, is also probably the most difficult District Commission to administer in Alberta. This is a result of having its population scattered throughout such a great area. The Commission has, for example, thirty-eight member municipalities. Twenty-one of these have organized councils, each of which requests service and attention. It is almost impossible for the Commission's staff to even become familiar with the needs of these many councils or their 232 member councillors, before new councils are again elected. To visit any one of the Commission's members in

some cases takes a full day of travelling there and another to return. Again, the contribution of each member is very small and, in fact, includes contributions from the Improvement Districts which are administered by the Province. The low density problem, population-wise, and money-wise, is a major obstacle to this Commission. The problem has been met partially by depending on mail services and upon a rotating system of monthly meetings, whereby each meeting provides an opportunity for field trips and meeting councils and members of the Commission in order to study their various local problems. The problems which this Commission faces in providing urban planning services under these conditions are serious. However, for the member municipalities the service they do get for each dollar they invest is considerable, because of the large proportion of Provincial contributions—50% of our annual budget—and because of the sincere efforts of the staff.

Development of our northern resources at a scale similar to that which British Columbia is planning for under the Wenner-Gren Scheme could be started in Northern Alberta. Why not through this Commission?

The Commission's staff now includes four full-time employees and two part-time employees and comprise of a Director, a Planner, a Draftsman, a Stenographer, a part-time Printer and a part-time Accountant. Help was obtained during the Spring and Summer from student architects, engineers and some consultants.

Commission activities included some variations this year. For example, the Commission members attended a dinner and took part in various tours. The staff prepared a few planning lectures during the year for the benefit of the Commission. A planning film was shown at a meeting in Fairview. A number of guests and speakers attended various meetings. Three Planning Conferences were attended as well by members of the Commission.

Some 124 subdivision applications were dealt with during the year, consisting of 522 lots. These applications were scattered throughout the district. This is the major function of the Commission and, as such, it has consumed the largest amount of time. A number



of large subdivisions were designed for various member municipalities. A design for commercial and industrial development, along the north of Grande Prairie, was also completed. Simple town plans for some smaller hamlets were completed as well. A number of re-plotting schemes have been completed.

Zoning By-laws and planning reports were prepared for various members. Zoning amendment by-laws were drafted as well. The City of Grande Prairie appointed the Commission Director as its Zoning Officer and a number of zoning problems were handled by the Commission and reports were made on these matters to council. The requirement that detailed planning reports are necessary as a preliminary study to preparing a zoning by-law or to amending one has made this part of our work very time consuming. A revised zoning by-law is being prepared for the City of Grande Prairie.

As an added service to members of the Commission, boundary extension applications were handled for a number of members. The services of the planning office in this respect enables a community to acquire sufficient desirable land which will maximize the benefit of any growth by directing it into the most efficient and economic pattern.

The Commission offers special services to member municipalities who may wish to undertake some large specialized planning project, in addition to the normal planning services provided. The member contributes extra for this and the Commission may even pay one-half of the cost, in addition to performing much of the work.

The City of Grande Prairie requested that the Commission undertake a traffic study. The staff has since undertaken the work in co-operation with a traffic consultant. The report has been completed.

The Commission has encouraged housing development in various member municipalities. In Grande Prairie, for example, three applications were made to Central Mortgage and Housing Corporation for the City to obtain the Corporation's approval for mortgage lending in certain areas of the City. A housing project, under the Federal-Provincial Land Assembly Provisions of The National Hous-

ing Act is proposed for Peace River. An urban renewal study is proposed for Grande Prairie.

Landscape designs were prepared for a number of areas. A study of schools and future school sites in Grande Prairie was undertaken.

A report on factors favouring the construction of a bridge south of Girouxville was prepared for the Village. A summary of factors affecting the location of a seed-cleaning plant in the Municipal District of Smoky River was printed for the Village. A comprehensive park and recreation study is being undertaken in Peace River with consultants. A comprehensive zoning study is planned for as well. A tourist park design was completed in Grande Prairie. A resources conference was undertaken in conjunction with the Grande Prairie Chamber of Commerce. Delegates from all over northwestern Canada participated.

The library of the Commission is being enlarged with the addition of subdivision plans, compiled town plans, utility, zoning and land-use plans, various special plans, photographs, printed reports and books. Compiled plans of all communities in our District are now available to all members for the cost of printing. The Commission has acquired considerable printing equipment.

In closing, I would like to comment generally on the planning process and some of its problems in our district which perhaps are problems in other districts as well.

The three years that have elapsed from the time of the Commission's inception in December of 1957 to the present, have been very active ones. It should be realized more generally that Commissions are established basically to bring the approval of subdivisions and transfers to the local government, so that local participation is possible. This basic function is of necessity a restrictive planning operation because Commissions administer a Provincial statute which, like all other laws, must be obeyed by everyone. It is impossible, in restrictive planning, as in any law enforcement capacity, to pass down a decision which will make everyone happy. Restrictive planning and public popularity do not go hand-in-hand.

This is our goal, our hope and our dream. Our Commission is striving toward this for there is pleasure in working toward good things and there will be satisfaction and happiness when our plans for the north finally become a reality.

Mr. Holloway—Next on the list comes the Battle River District Planning Commission, reported on by Mayor Pike, Chairman of that Commission.

### (G) BATTLE RIVER DISTRICT PLANNING COMMISSION

Mayor Pike—Mr. Chairman, ladies and gentlemen. The Battle River District Planning Commission is the most recently established member of the Provincial District Planning Fraternity, having been inaugurated by Order-in-Council on April 20, 1960, and it is my pleasure to present this first, I trust, of many annual reports to this meeting.

The boundaries of present membership include the County of Ponoka No. 3, County of Wetaskiwin No. 10, and the Municipal District of Camrose No. 63—a total of some 3,956 square miles. The Cities of Camrose and Wetaskiwin, and the Towns of Ponoka and Rimbey comprise the urban membership. The area is sandwiched between two very much older and more experienced Commissions; Edmonton District to the north and Red Deer to the South. It is our hope that some of their experience will rub off onto us and that we will be capable of maintaining their good examples and be part of an homogeneous planned complex.

In an age marked by conformity, we like to consider our situation as different from other areas. We have no major central city, as other commissions do; we have no great imbalance of urban and rural population; we have no great extremes of climate to hinder an orderly pattern. We do have two moderately sized cities within 25 miles of each other, both set in the middle of an extremely productive farming area; both the sites of new major national industries; and both poised on the threshold of major development. We have, in Ponoka, a livestock marketing town of national repute, plus a



newly discovered industrial water supply estimated at one million gallons per day. We have, in Rimbey, a small town bustling with activity due to the establishment of a new oil refinery. For those of us who may not be able to stand the strain, we also have the Provincial Mental Institution.

In addition, we have two other assets of a less tangible nature. We are increasingly aware that some legacies of a relatively unplanned past are not always allowing the most efficient development for the future, and we are also aware that the path of the innovator is not always a smooth one, and must never be a self-righteous one.

Our office and staff have been in operation since the first of August and are presently engaged in gathering and analyzing the background and history of our area in order that we may assess the implication and effect of the past, before we embark upon the future. We are, not yet, in full operation as we lack authority to approve plans of subdivision. In this regard we are examining such plans and recommending decision to the Provincial Director of Town and Rural Planning. We are serving an apprenticeship as jurors before we graduate as judges—an apprenticeship which we feel will yield its benefits upon graduation.

For the most of us, planning is a newly acquired responsibility just inherited from the capable hands of the Provincial Government. It is our hope and aim that with enthusiasm and a capacity to increase in awareness as we increase in experience, that we fulfill the trust of those who engineered our debut and become a fitting complement to the other Commissions in the Province.

Mr. Holloway—Mr. Young, Chairman of the Calgary District Planning Commission will deliver the report for this District.

#### (H) CALGARY DISTRICT PLANNING COMMISSION

Mr. Young—In presenting to this Convention the report of the Calgary District Planning Commission, I am making my debut as Chairman of this Commission. Only five days ago I was called upon

to fill the vacancy created by the retirement of Mrs. Mary Dover.

Mrs. Dover represented the City of Calgary on the Planning Commission for four years. The last two of these she served as Chairman. Mrs. Dover is here today and, before this Convention, Mrs. Dover, our Commission wants it to be known that you served ably and well. You concerned yourself with the interests, not only of the Commission and each of its members, but also of each application referred to us. As Chairman, you guided us in our work with a sense of imagination, understanding, sympathy and good judgment. As a fellow human, you cheered us with your sense of humor and the ever-present twinkle in your eyes. You will be sorely missed and we thank you.

Now ladies and gentlemen, I will turn to my report on the activities of the Commission.

In dealing firstly with the legislative group of subjects, I am pleased to report that since our last meeting six of our members have received new Interim Development orders and their councils have passed new by-laws pursuant to these orders. As you know, recent Provincial Legislation makes it mandatory that interim control be exercised through a system of policy resolutions of council. Out of these resolutions comes, eventually, the General Plan, which includes the zoning, thoroughfare and other by-laws.

The Town of Bowness Planning Advisory Commission, with the assistance of our staff, have put a great deal of work into a model zoning and development policy. This policy is being adopted and will serve as a basic model for our three metropolitan towns of Bowness, Montgomery and Forest Lawn.

The interesting feature of this model policy is that it comprises the City of Calgary's great tome of zoning by-law, whittled down to size. It contains the same basic Use Tables, Controls and Specifications, but with some eliminations and slight modifications, to meet the Town's size and different administrative capacity.

This means two things on the metropolitan sense. Firstly, a

private developer or general contractor can expect to find the same requirements, whether he be in the city or in adjacent towns; and secondly, the adjacent towns have the same development standards as the city, and are no longer prepared to permit inferior or sub-standard development.

This, I believe, is worth remarking as an achievement arising out of the Commission's efforts to foster cooperation and unity of purpose among its members. The results will pay big dividends in the future of our metropolitan area.

With our smaller country towns, we have not made as much progress in the written policies. However, we have evolved a new plan technique, which now provides the basic format for our planning mapping program. An example prepared for the Town of High River is on display outside.

On the rural municipal scene the Municipal District of Rocky View, which surrounds the City on three sides, is at work on a new development policy incorporating its experience of many years.

The Municipal District of Foothills, operating with an amended Zoning and Building By-law, has taken advantage of Section 95 of The Planning Act in requiring the registration of development covenants for certain developments in its Agricultural Zone. These covenants are somewhat of an innovation and will be interesting to watch as to their effect in the years to come; this will be particularly so when the number of such covenants increased throughout the Planning District and questions of recording, administration and enforcement begin to arise. In this connection, I would like to suggest that from the outset, Planning Commissions establish some system of registration for all such agreements and covenants and that all such member municipal administrations make use of this system. Otherwise, I fear that confusion will result.

In the field of subdivision, the Commission is nearing the completion of a compiled plan project in which section sheets have been prepared, showing all subdivisions outside the urban areas at a scale of 400 feet to the inch. This project now covers over 350 square



miles and is of tremendous assistance in dealing with new applications.

During the past year, the Commission has found that about 70% of all subdivision applications have been from rural areas. However, the greatest number of lots have been made in the towns and, in particular, in the Town of Forest Lawn, which is the only metropolitan town with considerable areas of vacant serviceable land. However, although subdivisions were designed for over 1,500 lots, only some 530 lots were actually surveyed because of the slow-down in building, and most of these have not yet been built on.

In the case of Okotoks, the slow-down had had, thus far, a most remarked effect. At this time last year the forces for expansion set loose by a new sulphur plant, indicated considerable housing development. The Town made the necessary capital utility extensions. Fortunately, these were well planned and were kept to a minimum, because construction has been small to this date. However, a new industrial plant is expected to revive house construction in the next year.

The new Subdivision Regulations of June 30, 1960, have had their most far reaching effect in matters of rural subdivision. In particular, much time and attention have been taken up in dealing with the problem of public reserve provisions in rural areas.

In this general connection we are attempting to develop a rural "subdivision standard map". This map will attempt to show areas of reasonable relaxation of certain regulations, so as to simplify administration over a large area.

Nevertheless, a good deal of legal and administrative effort is put forth by the staff in preparation and registration of public reserve agreements. Again, at this point, my earlier remarks on the matter of an "Agreement Register" are pertinent.

My last topic concerns the Commission staff. The staff continues to function, in effect, as a planning department for each of its members. In this capacity, it provides technical interpretation and

administrative assistance on the many development matters referred to it by the public and by municipal members. This continuous service makes possible the practice of town planning by smaller municipalities. Unfortunately, in January of this year the Commission lost a valued senior planner and has not had a permanent replacement since that time. Also in April, another senior planner left for an improved position in the East. Both of these positions should soon be filled and the staff will return to its normal operating efficiency. (I understand that we are by no means alone in this professional staff dilemma).

Lapses in professional staff such as this have made it impossible to make concrete progress in accordance with Part IV of The Town and Rural Planning Act. This is most regrettable, since the absence of a properly adopted District General Plan contributes to the quantity of administrative detail that must be dealt with by the Commission and its staff.

In the coming year, the prime objective of our Commission is the adoption of our Preliminary District Plan under Part IV of The Town and Rural Planning Act.

Mr. Holloway—You have now heard from each of the Planning Commissions and the planning offices of the two major cities. It now remains for me to tie up a few loose ends and complete the picture for the Province as a whole.

This year, we have seen a significant amount of re-organization and change in the planning field. The Provincial Planning Advisory Board welcomed a new member and director of Town and Rural Planning, Mr. Noel Dant, in February.

Upon recommendation of the Board, amendments to The Town and Rural Planning Act were enacted which aimed at clarification of: (a) the Board's functions; (b) the processing of replotting schemes under the subdivision regulations; (c) compensation under replotting schemes; (d) the nature and programming of general plans; and (e) the procedure for enactment of by-laws. No doubt, during this Conference, there will be some discussion of the effectiveness or

otherwise of these measures.

A long overdue revision of the Subdivision Regulations has taken place and, upon the Board's recommendation, the revised version became effective on June 30. The main changes here are twofold—the processing of subdivisions has been reorganized a little—and the standards have been extensively revised in the light of recent experience throughout the Province.

To take standards first, they represent a basic requirement of subdivision design anywhere in the Province and three important things were borne in mind during their compilation.

Firstly, minimum standards are necessary, but they should also allow the more imaginative designers latitude for experiment in layout.

Secondly, it should be easily possible to waive regulations should the approving authorities or Director agree with an applicant that strict compliance would hamper design or preclude economical development.

Thirdly, it should be possible for these standards to be superseded by local ones imposed by approving authorities for their particular areas.

On the procedural side, the changes were aimed most at clarifying the procedures already in being. The principal new features were the specification of a time limit in reaching a decision in order to protect the applicant, and a routine for relaxing regulations by the Board at the approving authorities or Director's request. These regulations are now going through their 'teething stage' and are being watched very carefully for problems.

During the six-month period following June, the Board has considered over 200 relaxations of the Regulations, although some of these have referred to the old Regulations. A study of these should give us a lead toward helping to smooth the flow of subdivision applications.



Turning to development control, the year has seen the introduction of five new Zoning By-laws (at the Town of Calmar, the Municipal District of Camrose and the Villages of Nampa, Wanham and Warburg). Also, eighteen amendments to existing Zoning By-laws were enacted. Twelve municipalities amended their existing by-laws and the Edmonton District Planning Commission twice amended their Preliminary District Plan.

Nine municipalities resolved to prepare a General Plan and adopted an interim development by-law. These were Bowness, Brooks, Forest Lawn, the Municipal District of Lethbridge, Montgomery, Okotoks, the Municipal District of Rocky View and the Improvement Districts Nos. 125 and 946.

The other major activity of the Board, the hearing of appeals, has resulted in some 200 appeals this year, (in a 6 month period) of which one-third are from subdivision decisions and two-thirds from development decisions. This is a very considerable increase over last year and contributes to the steady and rapid increase in the quantity of work the Board has to do, as I outlined in my report in 1959. At that time we had less than 30 appeals. In fact, it seems that the amendments to The Town and Rural Planning Act in 1959, which established the Board as the final appeal body in interim development cases, have now become common knowledge.

As a final indicator of the trend of planning activity throughout the Province, I should add that the total of Provincial Planning Advisory Board grants to District Planning Commissions and municipalities this year is \$183,000 as against \$141,000 for 1959, a figure which, as well as providing for new members for the six existing commissions, also includes the first grant to the new Battle River District Planning Commission.

During the year the staff of the Town and Rural Planning Branch, in answer to the increasing public demand for planning services, has grown from 17 to 22 persons. It is still growing.

Subdivision activity throughout the Province this year has also increased in terms of applications processed. Also, there appears to

be a trend towards larger subdivisions—around lakeshores as well as in the major cities—a heartening sign generally speaking, but one which will need careful watching by the approving authorities if over-provision is to be avoided. Under the new subdivision regulations, applications for transfers and the like are now processed similarly to plans of subdivision and to date the ratio of transfers to plans considered by the Director has been approximately 50:50. This year, applications have been studied more thoroughly than before—particularly with reference to use and zoning: Inspections too have increased.

In addition to the processing of by-laws for member municipalities of District Planning Commissions, the staff have prepared survey material and a report for one new zoning by-law and are, at present, preparing this material for three others.

Further work on the Pembina area has led to an extension of the area to include that around the Brazeau River dam and a zoning guide is now in course of preparation for the whole area.

Continued activity in the oilfield areas northwest of Edmonton has resulted in further attention being paid to these areas, which are already operating under Interim Development By-laws. Control from the Provincial office has ensured that development has been orderly in character as far as is possible under the circumstances. Long range planning studies have been and are being carried out and more detailed work is under weigh in locations which will provide orderly temporary establishments incidental to oilfield development. A new area in which townsite development activity seems to be looming up is the Athabasca Tar Sands area north of Fort McMurray.

Attention is also focussed on Whitecourt and the immediate areas. There is indication that an industrial gas plant similar to the one at Pincher Creek may develop which will affect Whitecourt considerably, and plans to develop larger residential areas there are already under weigh—in fact, the framework of a new town is being set up to facilitate expansion should it be deemed necessary. Whitecourt is also a favored location for another pulp mill, although

at this time there is nothing definite to discuss; however, there has certainly been increased activity from the pulp mill engineers and forestry experts.

Liaison is maintained with all bodies connected with the development of the new towns of St. Albert and Swan Hills.

Following the Chairman's report, the delegates split up into two discussion groups, one entitled "Planning Problems Involved with regard to Annexation and/or Amalgamation", was chaired by Dr. Chalmers, a member of the Provincial Planning Advisory Board; the other topic discussed was "Problems of District Planning Commissions having no Member Municipalities with Populations of over 50,000" chaired by A.W. Morrison, Deputy Minister of Municipal Affairs. The results of each discussion group was summarized the following morning by their respective chairmen, and these will be found later in the proceedings.

After the discussion groups had completed their deliberations, the delegates came together again to view the film "Suburban Living". This film was prepared by the National Film Board and purported to show different ways in which more gracious ways of living in the suburbs than is usual to find in this country have been made possible, by example from England, (Harlow New Town, and Alton near Roehampton, London), Sweden (Vallingby), Canada (Don Mills, Toronto), and examples from Germany, Holland and France.

Later that evening prior to the banquet, refreshments were provided courtesy of the Calgary District Planning Commission. At the banquet, provided courtesy of the City of Calgary, Mr. J.H. Holloway presided and our guest speaker was Mr. Justice Riley of the Supreme Court of Alberta.

The title of Mr. Justice Riley's address was "The Power of Effective Speech", in which he drew allusions to the wonderful grasp of the English language by Mr. Winston Churchill, and he mentioned bold, witty and serious examples of other masters of the power of effective speech, such as George Bernard Shaw, Abraham



Lincoln, Justices Middletown and Cardozo, Walter Scott, Clarendon, Bacon, Thomas More, Cowper, Burke, and many others, including the Bible.

He pleaded for planners to follow these examples in their connections with the public and local authorities during negotiations, quoting from Lord Mansfield "Most of the disputes of the world arises from words".

He wound up in an extremely humorous vein by way of an illustration taken from his own profession as how not to use the language effectively.

"When a man gives you an orange, he simply says: 'Have an orange'. But when the transaction is entrusted to a lawyer, he adopts this form: 'I hereby give and convey to you, all and singular, my estate and interest, right title, claim and advantages of and in said orange, together with all its rind, juice, pulp and pips and all rights and advantages therein with full power to bite, suck and otherwise to eat the same or give the same away with or without the rind, skin, juice, pulp and pips, anything hereinbefore or hereinafter or in any other means of whatever nature or kind whatsoever to the contrary in any wise notwithstanding'. Later on, another lawyer comes along and takes it away from you".

Some planners might equally well have been guilty of the garbled use of language, when the power of effective speech might have saved the day.

The proceedings of each discussion group, each of which were summarized by their respective chairman, were read before the delegates next morning. These are recorded below separately. Mayor Pike of Wetaskiwin in the chair.

Discussion Group I—Topic "Planning Problems involved in regard to Annexation and/or Amalgamation".

Mayor Pike—We will now hear from Dr. Chalmers, chairman of the Discussion Group I.

Dr. Chalmers—I am always a little nervous when I am along side a Mayor because as I understand it the Mayor is the chief magistrate of his municipality and the further I keep away from magistrates of any sort the happier I usually am, however, my conscience is reasonably clear this morning so I think I should be all right.

Now the discussion group for which I had the honor of being chairman yesterday had to do with the problems involving planning in large urban areas where annexation or amalgamation or both are involved or imminent. We had a very interesting discussion yesterday and I think, a very active one. The discussion started out with a brief reference to the fact that amalgamation and/or annexation questions that have plagued not only the municipalities concerned, but also school districts, is because of the policy of the government of keeping city school districts coterminous with the municipal boundaries. This is something that is occasionally overlooked but it does present problems that should be kept in mind at all times. From there we went on to discuss the general problem in a large urban area or metropolitan area. I think, perhaps the most significant ideas that came out of our discussion were, first, that although we may artificially set up the boundary between the municipality in the metropolitan area we can't really solve these problems if we work within the municipal boundaries alone. The area is a unit, it has inter-relationships and in a place like Edmonton we can't just look at Edmonton embraced in its present boundary without looking at the other contiguous areas such as Jasper Place and Beverly which are adjacent to it and others that are close but farther out. The same thing applies in Calgary. We have to look at the whole metropolitan area or at least go beyond the metropolitan area to satellite municipalities which might be perhaps 20 miles away. The same thing would of course apply in Calgary where we have Montgomery and Bowness and Forest Lawn immediately adjacent to the City. We also have urban development really in the surrounding rural municipalities. So that is one rather important idea that we reached—it looks perhaps pretty obvious but it took a little time to get there.

I would say the next most significant idea that we came up with was if we are to avoid getting into serious planning problems in the metropolitan area and that is that there has to be one set of planning standards through the whole area. From that of course we come to the idea that the planning district or the commission is the authority which can provide leadership and provide standards of planning which will be accepted by all the municipalities which are involved. In areas where there is a large central city, which has its own planning department, there is also the district planning commission. It is thus essential that the two work together so that the same type of operation is followed in the city and in the district for which the commission operates. This is not always as simple as it sounds. District planning commissions are devised essentially as advisory bodies. They do have relative legal powers and of course very limited funds. To mention a concise point, that at Ottawa the metropolitan planning commission has been successful up to a point which has been due to the fact that it has had a great deal of money and can not only draw plans but seeks to implement them. In Alberta, of course, this is not true, the district planning commissions have rather small budgets. They can draw plans but they can't spend money on capital improvements.

The actual development of metropolitan areas also received some careful attention. Some thought was given to the type of metropolitan development, whether it should be simply an extension of city development in ever increasing circles, taking in rural land and small towns or large towns as the case may be, or whether we should have a suburban type of development, or whether we should have satellite communities, or towns with their own economy and balance between residential on one hand, industrial, commercial on the other. We didn't come to any very probable conclusions on this point largely because these things tend to develop in a certain way depending how the area is affected by the geography, economics and social patterns of particular kinds of urbanization. Some thought was given to the type of metropolitan government which has been in operation for some years in Toronto and is being implemented in Winnipeg. Some delegates seemed to think that this type of organization had a great deal of merit, others felt that this simply imposes another level of local government between the municipal and the



provincial. You can get as many different levels as one wishes. This system is not necessarily better than the simple municipal-provincial government systems so common to our country.

The matter of planning schools in the fringe areas also received considerable attention.

It was also suggested by delegates from rural municipalities that they too would like to know the direction in which the City is likely to grow. They would like the city to include all that land which logically would be future urban so that the rural portions of their municipalities could still carry on as strictly rural municipalities. The rural municipalities are not interested and perhaps not competent to give urban type services over fringe development. They would far rather this fringe development be incorporated before the demand is made for these services and the rural municipalities be left to deal with exclusively rural problems such as roads and other problems that they have traditionally dealt with from the earliest times.

Some thought was given to the optimum size of a city. This was questioned on, I would say, two grounds, one was, what is this optimum size and the other was, when one quotes a particular size, is it best for what purpose? It was mentioned that to limit the growth it would be almost impossible. Others felt it was feasible if sufficient alternatives were provided such as satellite townsites.

Now Mr. Chairman, I think that probably those are at least some of the ideas which we discussed yesterday afternoon.

Mr. Pike—Thank you very much Dr. Chalmers. Myself, I think that group had an extremely good leader.

There followed questions from the floor, answered by Dr. Chalmers. Unfortunately the microphones failed us on this occasion and we are unable to record this part of the Conference.

Discussion Group II—Topic "Problems of district planning commis-

sions having no member municipalities of over 50,000 population".

Mayor Pike—We will now call on Mr. Morrison who chaired the discussion on the topic—"Problems of district planning commissions having no member municipalities with populations of over 50,000, secondly the division of responsibilities between commission members and staff."

Mr. Morrison—Mr. Chairman, ladies and gentlemen. As Mayor Pike indicated to you we had two topics of discussion yesterday afternoon, unfortunately time did not allow us to give too much attention to the second topic but probably this did not turn out too seriously because it was felt that from the little discussion we had, that the problem wasn't too serious.

Some of the problems faced by district planning commissions having a population of member municipalities less than 50,000, was quite ably presented by one of the Directors into four of these headings which our group dealt with at some length, particularly the first heading which naturally, because of its impact, lead onto other aspects of the four headings too.

1. The allocation of the financial costs to the member municipalities. Naturally the commissions attempt to keep their member municipalities happy and contented as possible and they endeavor to do so in the allocation of costs as near as possible related to the services rendered. Now naturally this creates some problems because the particular municipality may be experiencing a very rapid growth beyond the normal and the other municipalities may feel that they are not getting a fair share of the commission staff's work.

Briefly stated the formula for the allocation of costs varies quite considerably throughout the Province. I was quite surprised at the various methods used by various commissions, some allocate costs on a straight per capita basis, for instance one is 54¢ per capita urban, 17¢ per capita rural. When we endeavored to ascertain just how that was arrived at there was some scratching of heads and it wasn't too clear to me at least, how it was arrived at except that generally speaking the urban municipalities should pay the greater

share because they would get the greater benefits and are in a better financial position to bear these heavier costs. However, in the short time that this particular commission has had to operate, that proportion of costs seems to be fairly well accepted. Another commission is on a straight per capita basis without differentiation between urban and rural totals. Another is on a multiplied formula basis of equalized assessment, weighted for the larger urban units with a lesser weight applied to the smaller towns and villages and the rural municipalities. That seems to be working out very well too. There was one that surprised me a little, and I wonder if it is working satisfactorily. This particular commission doesn't use a per capita basis or an assessment basis, but as I understand it, its allocation of costs is based on whether it is a town or village or rural municipality or a county. In summary, the final contentions of opinion seemed to be that each commission should work out its own allocation of costs formula, owing to the great variety of different conditions existing in the various commissions. For example, in the Battle River Commission there are 2 small cities and one large town. Other commissions have a major central city along with some towns, villages and rural municipalities. Peace River Commission, for example, has one small city and one large town, a lot of smaller towns and villages and vast areas of rural municipalities and local improvement districts. So it was generally felt, I think, in summarizing the above on allocation of cost of operation that each commission should work out its own destiny and decide its own allocation of cost according to certain deciding factors as they exist.

There was one interesting suggestion made which I thought had a lot of merit. Once the allocation of costs was determined the commission should stay with that method for a reasonable time unless circumstances proved it to be unfair or unreasonable. In that way then, each member municipality would know exactly what their responsibility was and would be guided accordingly.

2. The next problem that was dealt with by our group was Public Relations, a topic always good for a few thousand words in any planning discussion. I think possibly that this planning conference so far, has had probably less discussion on public relations than previous ones, and perhaps that can be laid down to the fact that was



mentioned by Mr. Holloway yesterday, that generally speaking he felt the public was beginning to accept planning with more understanding than they did some years ago.

The main problem with public relations in the smaller district planning commission areas is that they cover a very vast area but have a small staff. It is thus impossible for the staff to get out and attend all council meetings, address all councils to any great extent, in an endeavor to acquaint people with the merits of planning and attend to their daily routine planning matters. One delegate suggests that the professional planners should more or less stay at home and attend to their work and let the commission members do the public relations work. In other words, he felt that it was the duty of the commission members themselves to go out and sell, first of all probably to their own councils as to the merits of planning, and once that had been done, then the council should resell to the public as much of it as possible.

Another difficulty of district planning commissions is that it is very difficult to gain the 'ear' of wide sections of the public because of the huge area in which they reside and the disadvantage of not being able to have the time or the staff to go out and personally contact people. That's one medium of publicity in which newspapers have an advantage. It was felt that good newspaper public relations would be advantageous in an endeavor to sell planning to the general public.

The Red Deer Commission related briefly on their experience. T.V. as a publicity medium in attempting to sell public relations to the people of the Red Deer Planning Commission area and from Mr. Cole's explanation it seemed to look to the delegates and myself personally that it was a very excellent method.

The third topic discussed briefly was the proper analysis between the demand among the staff by the various member municipalities in order that every municipality in their turn would get a reasonable and fair proportion of the services required. What seemed to bother quite a number of our group was that pressures were possibly being put upon staff members by some member municipalities that their

problems were so urgent that the staff had to drop everything and attend to their affairs and to leave the rest of the work behind. In answer to this, it was suggested that the member municipalities at their monthly meetings should endeavor to set a program for the year and stick with it and not to deviate from it one bit unless some very urgent problem arose that the Director should bring up at the next meeting. Then, with the consent of a majority of the members, authorization for a deviation from the program would be considered. However, it was felt that if a program of work was well arranged and was rigidly adhered to, this should not be too great a problem.

Another brief problem that was mentioned was the building up of regional spirit so that the member municipalities began thinking in terms of the region rather than just for the standing of their own municipality. Actually there was very little discussion on that.

There was very little time assigned to topic number two, which is the division of responsibility between the commission members and staff. The general feeling was that this wasn't too serious a problem. The general consensus of opinion seemed to be that the professional planner should not take the initiative in proposing a program, one without prior approval of the membership of the planning commission. However, it was pointed out that with the commissions only meeting once a month that the Planning Director and his staff had to be able to answer questions to the public and possibly of a policy kind. Were this to involve a matter of policy which had not been decided by the commission, that no statement should be made until the commission had been able to formulate it.

Mayor Pike—Thank you Mr. Morrison. I was one who sat in on that discussion and I can assure you it was a very concise coverage of what did transpire. There is only one comment I would like to make—one remark that was made, and it was from Lethbridge, that in the matter of public relations the planners themselves could do a great deal to help public relations along if they would change their attitude and try a little more to refer to history and to the past planning, suggesting that there has been quite a bit of planning in the past, and maybe they could improve things a little bit. This didn't meet with complete satisfaction from those present. I also feel we have

been a little bit windy during this conference—I'm not being critical—but I think there has been some irrelevant talk about the duties and dangers of planning. In a group of this kind, that is hardly necessary. If we weren't interested in planning we would not be here, so I think perhaps we could spend a little more time in getting down to basic problems.

Following the summaries, short debates on some of the items raised continued, and then the delegates were once again divided into two groups to participate in Discussion Groups III and IV. Discussion Group III which had been under the chairmanship of Commissioner Steele of the City of Calgary in the morning, had as its topic "Planning Expressways and Arterial Thoroughfares for Metropolitan Areas". Discussion Group IV, under the chairmanship of Mayor Harrington of Wanham in the morning session, had as its topic "Problems of Zoning and Interim Development Control Administration".

Reeve W. J. Bagnall of the Municipal District of Mountain View took the chair for the afternoon session.

Reeve Bagnall—I will now ask Commissioner Steele to report on his discussion group this morning on "Planning Expressways and Arterial Thoroughfares for Metropolitan Areas".

Once again, it is regretted our microphones failed us on this occasion and Commissioner Steele's summary and the short discussion which followed are not available.

Reeve W. J. Bagnall—I will now call upon Mayor Harrington of Wanham to report on Discussion Group IV on "Problems of Zoning and Interim Development Control Administration".

Mayor Harrington—Good afternoon ladies and gentlemen. Our discussion dealt with the problems of zoning and interim development and administration. Some of the subjects that were discussed were as follows: One delegate noted that there was a lack of control



between the urban centres and the immediate area beyond the urban centre. It was suggested that commissions did not have adequate control over these areas. Another one was that a building inspector advised that ratepayers are coming to his office and questioning him about regulations, which is something that would not have happened a year or so ago. It was also noted that the establishment of a Planning Advisory Commission within an improvement district to assist the development officer could improve public relations. One delegate suggested that the Council itself could also be the Interim Development Board, rather than have a separate appointed board. His opinion was that such would be most effective. However, another delegate pointed out that rural councils in his municipality find zoning difficult to administer and he felt that this could best be done by a separate board and staff to administer it. A planner also brought to the delegates' attention where smallholdings embracing lots of 33 feet were established years ago, it was very difficult to know whether the owners should be permitted to build on these small lots or not. The answer to this problem was given by one delegate who said building permits should not be given unless they go hand in hand with the developer building his own roads. However, if he was on a numbered highway this would not be a problem. The Department of Highways was reported by one delegate to be issuing permits for highway development in urban municipalities without approval of the municipality or the planning board. Another delegate from a different municipality reported that the Department was very careful when doing such. In this delegate's district the Department was careful to circulate a request to the municipality, and to the planners for their approval, and that such things in that area are solved by mutual consent. Mr. Holloway reported that this has been discussed with the Department of Highways, and that municipalities will be notified more on these applications, and circulated to the municipalities and to the local planning boards concerned.

Another problem that came up was with regard to the location of utility right-of-ways. Some delegates mentioned this as being a severe problem in certain rural areas. It was suggested that municipalities should refer any cases of this kind to the planning commission, so that adequate liaison can be effected, and an avoidance of the problems created by utility right-of-ways minimized.

Mr. Holloway mentioned that the Provincial Planning Advisory Board has contacted the Department of Mines and Minerals and that the Department had agreed to refer such plans to the Board, who would in turn refer the plan to the local commission for comment.

Another delegate raised a problem of buildings being erected first and then approval for a permit or for subdivision plan requested and gained after the building had been started. Another delegate mentioned that when a building was partly up, a situation was often created which was contrary to the planning policy of the area and destroyed future development. Another delegate said that the penalty for building without a permit was far too small, and thus few violations were taken to court. However, it was stated that The Town and Rural Planning Act has provisions in it stating the rights of municipalities in such an event. Another delegate noted that it is not the prime intention of the Act to penalize anyone but rather to guide development and also to ensure that such by-laws are enforced. Another example was brought forward by the Peace River District Planning Commission, where a proposed development had been refused as it did not conform to the zoning by-law of the town and as a result this development was eventually located just outside the town in a municipality that was not a member of the Commission. This resulted in a dangerous situation with much criticism and bad feelings created. The town in question has now withdrawn from the Commission as a result. (This town has subsequently rejoined the Commission. Ed.)

One delegate thought we should not be too insistent that every detail of a by-law should be followed, but that the overall land picture should be followed. It was also suggested that the Field Inspection Branch of the Department of Municipal Affairs could assist in development control by drawing infractions to the attention of the rural municipality. Evidently this Branch has been more than reluctant to do so. One delegate stated that a local appeal board was granting appeals indiscriminately against the objectives of the development by-law in force in that area. Another point mentioned by a planner was that some municipalities often are not fully aware of all the provisions of The Town and Rural Planning Act, because the new amendments are not circulated fast enough. Another one

said they had no complaints regarding its appeal board.

Now those are some of the main points that were brought out at our meeting and with that, I will now turn the meeting over to the Chairman for discussion.

Reeve Bagnall—I thank you, Mayor Harrington for a very complete summary of our panel this morning. I had the opportunity to attend this particular panel and thought it was a very fruitful one indeed. If Mayor Harrington will excuse me on one point, which I found very interesting that came up at the end of the morning session, was the question of long lakeshore residences facing lakes where the water has receded. It appears there is no solution to this problem as yet. This point was answered by a delegate from the Province who mentioned that now that riparian rights have been resolved, the land gained by the lowering of the lake level belongs to the original owners who have had facing lots immediately adjacent to the old water level.

If there is no further discussion that you would like to bring up at this time then Mayor Harrington has a resolution which he would like to present to you.

Then followed a business session with Mr. Holloway in the chair.

Mayor Harrington—This resolution was prepared by our group. It was moved by Mr. Holloway and seconded by Mr. Bull of the Municipal District of Rocky View that this be presented to the general meeting.

RESOLUTION re - Rail service extensions in metropolitan areas  
The delegation to this convention from the rural municipality of Rocky View No. 44, which lies adjacent to the City of Calgary and surrounds it in the west, north and east, has the following resolution to place before this convention for its endorsement. The resolution was placed previously before the Calgary District Planning Commission, of which this Municipality is a member, and which Commission has sent representatives to this convention, and that Planning Commission is on record in support of the principles set forth in the



resolution.

The purport of the resolution is that our two national railways, the publicly-owned Canadian National Railway, and the privately-owned Canadian Pacific Railway, should restrain their competitive extension of industrial rail leads intended to serve the same user or the same local area, when it can be shown that this service can be performed by the construction of only one such spur lead and also when such single extension is in the interest of urban and municipal corporations and private land owners; and that instead of the dual extension of such spurs the interchange limits in and around urban areas should be extended to whatever reasonable limit may be necessary so that neither of the railways will suffer unduly in its attempt to offer competitive services to the same customer in the same metropolitan area.

Justification for this approach would be found in a reduction in the land severance inconvenience caused to farmers by unnecessary rail extension in rural areas adjoining a city; in better municipal planning measures, land use, development control, and economical provision of municipal services; in greater economy to the railways by reducing unnecessary capital and maintenance expenditures; and in the national advantage as being one more small economic measure through which railway operating deficits may be reduced and higher freight rate demands ameliorated. In short, the resolution recommends that our railways, as public carriers, should conduct themselves in the public interest as public utilities in the vicinity of urban areas and as such should plan jointly the expansion of their rail services in any particular area of operation, and that the element of competition in the supply of rail service to industrial customers should take the form of efficiency in actual service, rather than the questionable forms of monopolistic exclusive service rights or of unjustifiable capital investment in dual service expansion.

WHEREAS in Canada, rural and urban municipalities have joined together in the formation of planning bodies for the purpose of securing the orderly and economic development of both town and country, and

WHEREAS the Canadian National Railway and the Canadian Pacific Railway and other associated and unassociated railways supply an industrial transport service which is essential to our national economy and which service must be continually extended to service the growth of our resource exploitation, industrial expansion, and market development, and

WHEREAS the railways have a determining influence not only on the direction and quality of urban growth but also on the subsequent pressures on municipalities to service such growth whether such servicing may or may not be economical, and

WHEREAS in rural areas the acquisition of right-of-way for rail extension to service urban expansion causes a waste to the economy by reducing the acreage of arable land, and an enduring hardship to the rural resident owing to the severance of his land and thus the impedance of his very highly mechanized agricultural operations, and

WHEREAS in the experience of many areas the extension of railway service leads to new industrial areas has been either limited or unreasonably delayed owing to disputes arising out of the railway's demands whenever possible for exclusive or preferred service rights, and

WHEREAS the logical extension of industrial service leads from one railway may be hindered by another railway having prime service rights over adjacent land, even though such prime service may itself be illogical to the end result that the logical service extension may in fact be illogically diverted, or even entirely prevented, and

WHEREAS one railway may make a logical industrial service extension to a particular industry establishing itself outside existing inter-change limits but within a metropolitan area, and a competing railway may also extend rail service to the same industry resulting in high cost dual service, and

WHEREAS the delays, hindrances, obstructions, and extravagances associated with the foregoing are not in the individual or

corporative interest of the people of Canada, but rather are contrary to the interest of the people, and

WHEREAS in the expansion of our urban municipalities into the metropolitan areas it is now axiomatic that corporations supplying public utilities confer cooperatively with municipal and provincial authorities in the planning and development of their utility extensions in joint accordance with municipal planning requirements, and

WHEREAS the extension of rail service lines in metropolitan areas had a determining effect on the direction and nature of present and future development and therefore exercises prime influence on the economics of individual agricultural operations, public utility corporations, and municipal corporations, and on the tax payers at large, to the end result that it is desirable that rail service extension planning in metropolitan areas should be an integral part of the co-operative planning process,

NOW THEREFORE BE IT RESOLVED that this Association place before the Government a brief which shall set forth the problems of rural, metropolitan and urban development, with particular reference to the detrimental effects of rail line extensions when these are constructed without reference to or compliance with planning programs, and that the brief should urge the Government to amend or introduce whatever new legislation or regulation may be deemed necessary to provide that the supply of rail services in metropolitan areas shall be in accordance with good planning and railway engineering design principles, and not in accordance with exclusive right and competitive service principles where these conflict with the metropolitan public interest; and that in any application or hearing for rail extensions in metropolitan areas the applicant should be required to show what action he has taken to confer with and to conform to municipal development planning measures; and that railway interchange limits should be extended wherever possible in accord with metropolitan plans and that this method should be used wherever possible as an alternative to unnecessary extension or duplication of rail service.

A delegate—Do you know, Mr. Gardiner, (Secretary-Treasurer of



the Municipal District of Rocky View, Ed.) if any specific action was taken on this resolution by the Community Planning Association of Canada?

Mr. Gardiner—I understand they were favorably impressed by the resolution but did not take any action.

A delegate—Sir, I think I may say this resolution was brought before the annual general meeting of the Community Planning Association of Canada in Hamilton this year. It was discussed fully and had a sympathetic hearing. It was withdrawn on the recommendation of the Resolution Committee on the grounds that it would be better if the resolution came from the Provincial Government organizations to the Federal Government, in that, as it is a planning question, it is more the prerogative of Provincial jurisdictions, than the Federal.

Mr. Chairman—I think before we get out of order here, we should ask somebody to second the resolution. (The resolution was seconded, name unknown. Ed.) The resolution has been seconded, and the matter is open for further discussion. A motion to amend the resolution and seconded was agreed thus:

That the last paragraph of the resolution be changed to now read:

"NOW THEREFORE BE IT RESOLVED that this Alberta Provincial Planning Conference place before the Governments of Alberta and Canada these problems of rural and metropolitan urban development".  
Carried.

Mr. Holloway—Are there any other resolutions to be brought before this meeting?

Mr. Pike—I have a small resolution on a subject mentioned in one of the discussion groups this morning.

WHEREAS under the present system of annexation, proceedings must be held by the Public Utilities Board, and

WHEREAS the Public Utilities Board is extremely busy, this can

delay annexation proceedings many months,

THEREFORE BE IT RESOLVED "That the Provincial Government be requested to streamline the procedure for annexation by amending Section 140 of The Public Utilities Act to provide for a new group empowered to conduct these hearings and make decisions".

Mr. Holloway—You have listened to Mr. Pike's resolution, anyone second it? (This was seconded. Ed.)

Mr. Holloway—Any discussion?

After discussion, this resolution was withdrawn by the proposer in favor of an amended resolution, thus:

"In the matter of annexation of land by urban municipalities, whereas an urban municipality can encounter considerable difficulty in complying with the requirement of The Public Utilities Act, as it presently stands; or with the requirements as set out by the Public Utilities Board of the Province of Alberta, therefore be it resolved that this Alberta Planning Conference ask the Provincial Government to consider streamlining the Act, so as to simplify the procedure required to annex rural lands into urban municipalities.

Mr. Chairman—Any discussion on this amendment?

Mr. Chairman—Is there any further discussion, if not the motion is now before you - All in favor of the motion? The motion is carried. Is there any further discussion or resolution?

Mr. Martin—I would like to make a motion that this Conference appoint the Chairman of the Provincial Planning Advisory Board to name a program committee, which, if necessary, be represented by delegates from various places, which committee shall report back to him on a time, place and program of our next conference.

Mr. Chairman—Did you all hear Mr. Martin's motion? (The motion was seconded). The motion is to the effect the Chairman of the Provincial Planning Advisory Board to nominate the program com-

mittee to arrange the time, place and program for next year's conference. Any discussion? All those in favor? The motion is carried. Is there any further discussion?

The proceedings were adjourned at this point until the Conference would come together again in 1961.



The following delegates attended one or more sessions of the Conference:

H.L. Abraham ..... M.D. of Strathcona  
 G. Arthur ..... Red Deer District Planning Commission  
 Reeve W. Bagnall ..... M.D. of Mountain View  
 A.G. Bailey ..... Planning Advisory Commission, Calgary  
 J.M. Baillie ..... Secretary-Treasurer, Forest Lawn  
 A.W. Beattie ..... Calgary District Planning Commission  
 Alderman R.C. Bergland... Calgary District Planning Commission  
 R.I. Bowser ..... Battle River District Planning Commission  
 D.M. Braim ..... Reeve, M.D. of Camrose, Battle River D.P.C.  
 Ewart Brown ..... Technical Planning Board, Calgary  
 W. Brown ..... Director of Planning, Edmonton  
 E.C. Browning ..... Town and Rural Planning Branch, Edmonton  
 Reeve J.L. Bull ..... M.D. of Rockyview  
 E. Burgoyne ..... C.M.H.C. Calgary  
 F.L. Byrne ..... Town and Rural Planning Branch, Edmonton  
 M. Carney ..... Red Deer District Planning Commission  
 Dr. J.W. Chalmers ..... Provincial Planning Advisory Board  
 B. Cheeseman ..... Chamber of Commerce, Calgary  
 M. Chornoboy ..... Urban Land Institute, Calgary  
 F. Churchill ..... Red Deer District Planning Commission  
 S.J. Clarke ..... Director, Oldman River D.P.C.  
 E.T. Clegg ..... Director, Peace River D.P.C.  
 Denis Cole ..... Director, Red Deer D.P.C.  
 R.M. Comstock ..... Stanley, Grimble and Roblin, Calgary  
 J.H. Cook ..... Chamber of Commerce, Calgary  
 J. Cumbe ..... Urban Land Institute, Calgary  
 R. Cundy ..... Red Deer District Planning Commission  
 A. Dale ..... Planning Consultant, Calgary  
 Noel Dant .... Director of Planning, Prov. of Alberta. P.P.A.B.  
 S.T. Dawes ..... Shell Oil Company, Calgary  
 W. Dayal ..... C.M.H.C. Calgary  
 L.R. Dodd ..... Battle River District Planning Commission  
 A.L. Donaldson ..... City Planning Department, Calgary  
 H. Duguid ..... Calgary District Planning Commission  
 J.H. Eassie ..... City Planning Department, Calgary  
 Reeve J. Evian ..... M.D. of Stony Plain

F. Le Faivre ..... Town of Montgomery  
 A.G. Frayn ..... M.D. of Rocky View  
 D. Gardiner ..... Secretary-Treasurer, M.D. of Rocky View  
 G. Garland ..... Calgary District Planning Commission  
 James B. Gee ..... Town and Rural Planning Branch, Edmonton  
 N. Giffen ..... Edmonton District Planning Commission  
 A.E. Gordon ..... Planning Consultant, Calgary  
 A.J. O'Gorman ..... Hunting Aero Service, Calgary  
 Bob Gowsell ..... Planning Consultant, Calgary  
 Wilf Grey ..... Urban Land Institute, Alberta  
 B. Gunn ..... Red Deer District Planning Commission  
 Mayor J.E. Harrington ..... Town of Wanham  
 J.H. Holloway ... Chairman, Provincial Planning Advisory Board  
 Dr. K.A. Hornsby ... Oldman River District Planning Commission  
 C.D. Howarth ..... Technical Planning Board, Calgary  
 R.L. Howie ..... Spyhill Development, Calgary  
 E.A. Hutchison ..... Chamber of Commerce, Calgary  
 A.R. Isbister ..... Field Service Branch, DMA  
 W. Jackson ..... Red Deer District Planning Commission  
 E. Janzen ..... Montgomery  
 W.F. Johns ..... Planning Advisory Commission, Calgary  
 Bob Kimoff ..... Kelwood Corporation  
 J.L. Koch ..... Shell Oil Company, Calgary  
 G. Laing ..... Montgomery  
 M.K. Leatherdale ..... Red Deer District Planning Commission  
 V. Lebrum ..... Interim Development Board, Bowness  
 G.I. Lee ..... Urban Land Institute, Calgary  
 D.A. Lenihan ..... Calgary District Planning Commission  
 C.W. Lester ..... Director of Surveys, P.P.A.B.  
 E. Levin ..... Director of Community Planning, Prov. of Sask.  
 V. Lewis ..... Urban Land Institute, Calgary  
 J. Loche ..... Town Manager, Bowness  
 V. Loewen ..... Urban Land Institute, Calgary  
 John W. Long ..... Planning Consultant, Calgary  
 E.C. Lonsdale ..... Oldman River District Planning Commission  
 H.B. Looten ..... Department of Highways, Alberta  
 L. Lund ..... Red Deer District Planning Commission  
 Neil MacLean ..... City Solicitor, Lethbridge  
 C. McDougall ..... Zoning Appeal Board, Calgary

J.C. McLeod ..... Urban Land Institute, Calgary  
 T. Maftechuk ..... Planning Consultant, Calgary  
 D. Makale ..... Planning Consultant, Edmonton  
 R. Maltby ..... Edmonton District Planning Commission  
 F. Marlyn .... Director, Edmonton District Planning Commission  
 A.G. Martin ..... Director of Planning, City of Calgary  
 R.W. Maslin ..... Director, Battle River D.P.C.  
 Alfred Millar ..... Planning Consultant, Calgary  
 J.E. Miller ..... Department of Municipal Affairs, C.D.P.C.  
 Ald. F.J. Mitchell ..... Chairman, Edmonton D.P.C.  
 M.E. Morris ..... Red Deer District Planning Commission  
 A.W. Morrison.. Deputy Minister of Municipal Affairs, P.P.A.B.  
 S.C. Nickle Jr. .... Anglo-American Exploration, Calgary  
 C.G. Nickle ..... Chamber of Commerce, Calgary  
 A.H. Nicolson ..... Technical Planning Board, Calgary  
 W. Ogden ..... City Planning Department, Edmonton  
 A. Olsen ..... Battle River District Planning Commission  
 B. Orysiuk ..... Town and Rural Planning Branch, Edmonton  
 Ald. R. Osborne ..... Chairman, Medicine Hat D.P.C.  
 W.R. Parker ..... M.D. of Strathcona  
 Dr. W.P. Parsons ..... Chairman, Red Deer D.P.C.  
 R. Peck ..... Calgary District Planning Commission  
 Mayor J.E. Pike ..... City of Wetaskiwin  
 J.N. Polonuk ..... Secretary, P.P.A.B., Edmonton  
 J.E. Potter ..... Town and Rural Planning Branch, Edmonton  
 J.C. Powell ..... Peace River District Planning Commission  
 J.E. Pratt ..... Battle River District Planning Commission  
 F.M. Pritchard ..... Oldman River District Planning Commission  
 R. Rasmussen..... Red Deer District Planning Commission  
 J.M. Reid ..... Urban Land Institute, Calgary  
 W.S. O'Reilly ..... C.M.H.C. Calgary  
 Mr. Justice W. Riley . Judge, Supreme Court of Alberta, Calgary  
 J.D. Ritchie ..... Urban Land Institute, Edmonton  
 Ivan C. Robison ..... Chamber of Commerce, Calgary  
 Ald. D.J. Russell ..... Planning Advisory Commission, Calgary  
 Mayor A.W. Shackelford..... City of Lethbridge  
 M.A. Shortt ..... Dixon Real Estate, Calgary  
 G. Sinclair ..... Red Deer District Planning Commission  
 R. Sinclair ..... Red Deer District Planning Commission



L. Slipec ..... Town and Rural Planning Branch, Edmonton  
 A.R. Smith ..... Director, Calgary District Planning Commission  
 Prof. P.J. Smith..... U. of A., Edmonton  
 Ald. E. Starr ..... City of Calgary  
 M.B. Stagg ..... Town and Rural Planning Branch, Edmonton  
 Ivan L. Stewart ..... Chamber of Commerce, Calgary  
 Commissioner J. Steele ..... City of Calgary  
 J.W. Strathern ..... Urban Land Institute, Calgary  
 J. Ivor Strong ..... Chamber of Commerce, Calgary  
 H. Thomson ..... Peace River District Planning Commission  
 H. Toogood ..... City Planning Department, Calgary  
 N. Trouth ..... Urban Land Institute, Calgary  
 J.D. Tucker ..... Calgary District Planning Commission  
 R. Turner ..... Chairman, Oldman River D.P.C.  
 A. Usselman ..... Urban Land Institute, Calgary  
 A. Wilkins ..... Urban Land Institute, Calgary  
 A. Watt ..... Montgomery  
 Mayor C.C. Wyldman ..... Montgomery  
 C.M. Young ... Chairman, Calgary District Planning Commission









